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ABSTRACT

This transcript of a National Public Radio broadcast discusses the impact of Title IX on elementary and secondary physical education. Topics covered include competition, difficulties involved in the sex integration of sports, statements on Title IX by five chief state school officers, the experience of Massachusetts in implementing Title IX, and the problem of locker room facilities. (MJB)

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OPTIONS IN EDUCATION

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"PHYSICAL EDUCATION"

PART I

BLAIR: I'm Wendy Blair.

MERROW: I'm John Merrow, and you're listening to OPTIONS IN EDUCATION.

* * *

BLAIR: I'll bet 99% of you recognize those sounds -- the football team doing calisthenics, getting ready for practice.

MERROW: You can probably picture the scene: the players in practice uniforms in rows down at one end of the field, facing the coach.

BLAIR: The coach is probably keeping up with the players, or trying to anyway.

MERROW: But what you probably haven't pictured in your mind's eye is that one of the players on that ninth grade football team is a girl.

BLAIR: Co-ed teams, co-ed physical education classes, fully equipped varsity teams for girls, equal pay for the coaches of girls' and women's teams... there's a revolution going on in our schools!

MERROW: This week and next week as well, we're going to take a close look at that revolution to find out just how extensive the changes are in school sports and school phys ed.

BLAIR: Title IX is the key phrase here. It's a federal law, actually Title IX of the Education Amendments of 1972. It forbids discrimination on the basis of sex in educational activities where any federal funds are involved.

MERROW: But Title IX, and the struggles around the country to enforce it, are only part of the picture. There's also a lot of talk about a new physical education with emphasis on sports you can participate in for your whole life: running, tennis, hiking, modern dance, and so forth.

BLAIR: That may be mostly talk. We'll see.

MERROW: And as a nation, we're in the middle of a sports boom.

BLAIR: Boom means money, and Americans are spending an estimated $160 billion on sports in 1977.

MERROW: Before you decide that's a lot of sneakers, tennis rackets, and swim suits, keep in mind that much of that money goes for tickets, so we can watch somebody else play games.

BLAIR: Nevertheless, our national level of participation is up, way up by anybody's standards, and a lot of the new participants are girls.

* * *

YOUNG GIRL TALKS ABOUT COMPETITION

GIRL: When you're playing a game, and like it's a real tight score,

(laughs) and it's real close, and you...like it's, like 14-13 -- a game point -- and you really, you get all tense, and you try real hard. And it's...if it works, you're very happy, and then, you know, whoever's team you're playing against get real upset, and more so the guys than the girls do.

BLAIR: If they lose?

GIRL: Yeah. They get more upset than girls do. It's...yeah.

BLAIR: You're not afraid to win?

GIRL: No, um huh.

BLAIR: Go all out!

GIRL: Yeah.

BLAIR: And what's good about winning? What do you enjoy about it?

GIRL: Beating guys, you know, making them feel that they're not so much better than you.

* * *

MERROW: Another kind of change is being talked about as well, and, again, it may be mostly talk.

BLAIR: What we mean is a new attitude toward competition: a reduced emphasis on winning, more attention given to cooperation and enjoyment.

MERROW: Let's go back to what most people see as the beginning, Title IX of the Education Amendments of 1972. Wendy, how about a quick summary of what Title IX means in terms of rules for school sports.

BLAIR: Well, John, "equal opportunity" is the phrase that keeps turning up: girls and women may not be treated as second-class athletes any longer. That doesn't mean that every team has to be integrated, but it does mean that if there's only one varsity team, then both girls and boys may try out for that team. However, if the team has always been a girls' team--say field hockey--boys are not allowed to try out, and that's to make up for past discrimination.

MERROW: Lawmakers wrote in that "special treatment for girls so that boys wouldn't take over all the girls' teams.

BLAIR: Title IX also means that coaches are supposed to get equal pay and equal opportunity for advancement.

MERROW: Girls' and women's teams are also supposed to get an equal chance to use the athletic facilities -- no more scheduling the girls' teams practices before breakfast or after dinner.

BLAIR: Phys ed classes can't be segregated by sex either, though they can be divided on the basis of skills and ability.

MERROW: Some sports -- the contact sports -- don't have to be open to girls and women: boxing, wrestling, rugby, ice hockey, football and basketball. No decision has been made yet about soccer. The Department of Health, Education and Welfare, which administers Title IX, has given the schools and colleges until July 21st, 1978, to be in full compliance. Not everything is rosy, as you might expect.

BLAIR: In fact, the NCAA -- the National Collegiate Athletic Association -- is suing to get Title IX changed. It's particularly worried that equality will take money away from big time college football and other revenue-producing sports.

MERROW: But the revolution is happening -- if it's really happening -- at a much lower level than the "big time." It's happening in the public schools, and particularly in the elementary schools. Wendy recently visited several schools, including the Sleepy Hollow Elementary School in Fairfax, Virginia.

INTEGRATED SPORTS AT SLEEPY HOLLOW ELEMENTARY SCHOOL

BLAIR: As I came into the gym class at Sleepy Hollow Elementary School, boys and girls were running around throwing and catching footballs. They were fourth graders, about nine years old. One girl who was standing on the sidelines clued me in to what was going on.

GIRL: We're learning how to throw and catch and pass footballs.

BLAIR: Now tell me how you started to learn this?

GIRL: Just Mr. Gripper was helping us teach...was throwing the balls and showing us how to throw the balls and things like that.

BLAIR: How long have you been working on this?

GIRL: About two weeks.

BLAIR: Now tell me, is it a difficult skill to learn?

GIRL: I don't think it's too difficult for the boys because the boys have better sportsmanship; but the girls it's a little difficult, I think, because they're sensitive. (giggles)

BLAIR: Sensitive?

GIRL: Well, they don't know how to catch the ball, so they twist their fingers...they pull their fingers back, or something like that.

BLAIR: Is this a fun thing to learn how to do? Do you enjoy this?

GIRL: Yeah, I enjoy it a lot, except it's pretty hard for one to learn, I think.

BLAIR: What's enjoyable? What is the fun, why is it fun?

GIRL: It's just the fun of learning how to play games with...so you can start learning to be...like boys and stuff.

* * *

BLAIR: Then I spoke to Gerry Gripper, the phys ed teacher about Title IX's impact on his school.

Several of the girls said they loved playing football, but that they couldn't catch it as well as the boys. That was about the only standard thing they said about football, and I was hoping that, you know, I would see absolutely sex blind kids; but, in fact, there is a boy-girl standard.

GRIPPER: It does exist, and in fact, you know, we in school only have the

children six hours out of a 24-hour day. I personally have the children a half hour out of each day, and...not even out of each day. I see my children three times a week for a half hour; and there's no way in an hour and a half that I'm going to be able to overcome all of the sex stereotyping that's built up. What in fact I do try to do is to do the best that I can, and I think it has some effect. There were several children this morning that were aware of the fact that they could not catch as well as the boys, but at the same time,I heard a lot of comments that said, "Hey, I caught it once," or "I caught it twice," rather than, "I caught it less than someone else." So you're right, it does exist. It is a problem, but at the same time, I think we can make progress on it.

BLAIR: How has Title IX affected your level of teaching phys ed?

GRIPPER: It hasn't been that big of a problem at the elementary level. The problem, you will find, is at the junior high and high school level. For the most part, most elementary schools have taught co-ed classes and do put equal emphasis on, on, on the two sexes. For the most part, it has not been a problem at the elementary level, because we've been doing those types of things even before Title IX.

BLAIR: When you go home, or when you go out for recess, or, you know, when you're not at school, what things do you do in the line of phys ed things? What sporty things do you do?

GIRL: I, in the winter I sometimes ice skate which helps your legs, and sometimes I play things like tag and stuff.

BLAIR: Do you play any touch football at all?

GIRL: No, because I haven't really learned how to play it yet.

BLAIR: Do you want to?

GIRL: Yes.

BLAIR: Why?

GIRL: Because I just want to learn some more sports than I know right now.

* * *

MERROW: Wendy talked with those children, and with phys ed teacher Gerry Gripper at the Sleepy Hollow Elementary School in Fairfax, Virginia.

BLAIR: And you know, John, phys ed looks and sounds like a lot more fun than it was when I was growing up, whatever adjustment problems schools may be having.

MERROW: I'm sure it makes a lot of us who are out of school wish we'd had more of a chance to get involved, particularly women who just weren't expected to participate.

BALANCING THE INEQUITIES IN SPORTS PROGRAMS

SANDLER: The inequities in sports and physical education have probably been greater than almost any other area involving students in our whole educational system. It was not unusual,for example, a few years ago, someone told me in the city of Minneapolis they spent more outfitting one football team for one high school, than they did on the entire city's program for girls'

athletics.

MERROW: That's Bernice Sandler, Director of the Project on Women, and one of the nation's leading experts on Title IX. And incidentally, Dr. Sandler is one of those who's discovered sports for herself: she's a jogger who runs several miles every day. Wendy talked with Bernice Sandler about the importance of sports for women and girls.

SANDER: Women really, traditionally, have been kept out of sports. And men learn all kinds of things from working in sports: they learn about competition, they learn how to lose, and they learn how to win. And that's important because most women are going to be working for most of their adult lives, and those are good things to know if you're going to be working. Men learn to work on a team, and to cooperate with each other, to develop a strategy, and develop ways of implementing that strategy. The sports that women have traditionally been encouraged in are things like ice skating, or swimming. Even when there are teams in swimming, it's not a team effort in the way that, say, football is a team effort, where people really have to work together.

Women learn confidence in themselves, in their own bodies, and this is important -- to feel you really can do it. You learn how to push yourself and say, "By God, I'm tired but I'm going to do it nevertheless." And again, you don't learn that as easily in other areas.

Another thing that people learn in sports, particularly team sports, is you learn to play and work with people who aren't your best friend. Traditionally, females are comfortable working only with,with people they really like. Men know that sometimes you have to work with people who may not be your best buddy, and that's another thing, again, you learn in sports. And what the women's groups are saying,if sports is an educational program in a school, than the benefits of that should be available for all students, and not just for, for the boys, or for the men when, when they're in older grades.

Another thing, too, that very concerned...that women are concerned about is: for poor boys, for poor young men sports has been a way for them to get an education, and very often, sometimes, a livelihood. But, there are lots of young minority, particularly minority boys who have gotten scholarships and managed then to go on to college and get a college education, and that's changed their lives. For young minority women, that simply has not happened. The scholarships have not been there. Up until a few years ago, women could not get scholarships, athletic scholarships; it was prohibited by the women's groups and the schools did not have money for women scholarships.

BLAIR: So those girls had to go into beauty contests.

SANDLER: Yes! And you could...there are schools where you can get a scholarship if you've won a beauty contest, but not if you were, say, a crack swimmer, or a crack runner. You just didn't get the scholarship. So it is a way in which, which young women can also get, get financial aid, and we feel that's important. College is important for many, many people in terms of future careers, and men have been able to do this, and we think women ought to be able to do this too.

MERROW: Dr. Bernice Sandler, Director of the Project on Women, part of the Association of American Colleges in Washington.

BLAIR: Sandler says that things are getting better for girls and women in sports' programs, in that more opportunities are being made available because Title IX is forcing schools and colleges to change their ways.

MERROW: But, there's some question whether Title IX is being enforced properly or vigorously.

BLAIR: Raising the question, and then providing an answer -- an emphatic "no" -- is a group called PEER, the Project on Equal Education Rights, part of the National Organization for Women. PEER says that OCR -- the U.S. Office for Civil Rights which is responsible for enforcing Title IX -- isn't doing its job. PEER says that only 21% of the complaints made to OCR between 1972 and 1976 were investigated and resolved.

MERROW: That, says PEER, amounts to three-tenths of one complaint per OCR investigator per year -- not a heavy workload by any standard.

BLAIR: Twenty-two per cent of the complaints were about sports, PEER says.

MERROW: The Office for Civil Rights response to the PEER study was to blame it on the previous administration; and since the survey stopped in 1976, before Jimmy Carter took office, that means OCR is putting the blame on the Republicans!

BLAIR: Between 1972 and 1976, there were only 872 complaints, but there are 16,000 school districts, and more than 3,000 colleges and universities out there.

MERROW: Reporter Karen Sughrue talked recently with Margot Polivy, who represents the Association of Intercollegiate Sports for Women, about the impact of Title IX "out there."

THE IMPACT OF TITLE IX

POLIVY: Title IX is, in effect, another civil rights law. So to that extent, I would say that those who felt it would be an immediate answer were somewhat naive; and the real question is, does it provide a vehicle by which you can find an eventual answer. And we're hopeful that it does.

SUGHRUE: Is the only way we can find out what's going on in the field through the complaints that HEW receives? How do we get a measurement of, of the problem?

POLIVY: How...well, the best way of getting a measure is to have some sort of a standardized survey device. One of HEW's problems -- and it has been the problem with the present administration, as it was with the past -- is that they have never done baseline surveying for sex discrimination. In other words, they have never surveyed all the schools in the country to find out where they're starting from. And there was recently a discussion where HEW has again refused to seek authority to send out a survey to all the school districts in the country. And it is always going to be exceedingly difficult to say we know what it looks like generally; if you don't go out in the first instance, find out what everyone is doing. I think after that, it's fine to say we're going to have a rolling sample of 20% of the schools because you have something to measure against; but if you only do 20% of the schools every year... and they're not talking about every year, they're talking about every two years. That means it's a decade before you've covered everyone, and by the time you've finished the last of your survey, the first part of your survey is wholly out of date. That's one problem.

The second area of the problem comes in with respect to the whole question of what do complaints represent. I don't think that complaints have become a very popular device, so that they in some way distort the extent of the problem. In fact, because of HEW's rather dismal record in the past,

people are reluctant to file complaints. If you're a student and you file a complaint, you have a fairly good chance of being out of school by the time HEW gets around to it, if they continue what they've done in the past. If you are employed by the institution and you file a complaint, you have a very, very good chance of being harassed terribly, and being professionally damaged; whereas harassment is very difficult to prove, it occurs in almost every Title IX employment case. And again, if HEW continues the slow pace that it's acted on the complaints, you are fairly sure that what you will get for your efforts is professional damage, rather than some sort of government intervention on your behalf.

Interestingly enough, HEW, in the last fiscal year, had more complaints under Title IX, than any other civil rights law, and they projected that's going to continue. And I think when the adjustment period ends for athletics, you're going to find a lot of people who have waited to file complaints until the adjustment period was over, filing those complaints; and there are going to be more.

MERROW: Margot Polivy, a lawyer who represents the Association of Intercollegiate Sports for Women, talking with reporter Karen Sughrue of member station WAMU in Washington, D.C.

BLAIR: Harassment, and the likelihood that you'll graduate before your complaint is ever resolved -- that's the picture Title IX advocates paint.

MERROW: Just in case you're thinking of filing a sports' complaint with HEW but are worried that the Office for Civil Rights will be too busy with the backlog to get to your case for months or years, an HEW official told me that they're not just doing the oldest cases first. The policy is now to work on one old complaint and one new complaint, until they're caught up. And so it sounds as if things are gradually changing,with great reluctance on the part of the male establishment.

BLAIR: Well, we went to the top of the establishment for another view. Each state has a top education official for elementary and secondary education, its Chief State School Officer, and John asked a number of them how Title IX was working in their respective states. First, Robert Schrader of Wyoming.

RESPONSES FROM CHIEF STATE SCHOOL OFFICERS REGARDING TITLE IX

SCHRADER: We probably are as well along as any state in terms of complying with Title IX. I would say right now the biggest problem that we're having is in the area of physical education, where you can't have separate girls and boys PE, especially in the junior high level. We have a lot of people that object to that.

MERROW: Just objecting to the close contact at that age?

SCHRADER: Yeah, yeah. The fact that we can't separate them. They think that, that that is inappropriate to have them together, particularly in this developmental period, you know, the junior high level and so forth.

BLAIR: Robert Schrader, Chief State School Officer in Wyoming. Next, Carolyn Warner of Arizona.

WARNER: We feel in our state that Title IX as to program is no problem at all. We do feel that if... and there are cases in which facilities simply are not adequate; that the capital outlay funding that is going to be required is going to be considerable; and in those situations, it is going to be ex-

tremely difficult for us to raise the funds.

MERROW: Be specific. What kind of problem can it cause?

WARNER: Well, let's suppose that we have a school district that is already on double sessions -- rapid growth. We have a gym facility that is fully utilized by the boys' athletic program. What are we going to do to provide that equal educational opportunity for girls? If we have sufficient girls who wish to play basketball, who need practice time, who need the utilization of a gym, and it is fully utilized by the men's sports at the present time, in order to provide that, we've got to have another gym, or another facility for equal opportunity. Those school districts that are already on double sessions would not be on double sessions had they the bonding capacity to build the numbers of schools that were necessary so that they could be on single session. Therefore, we have an additional financial burden -- not just the dollars -- but the unavailability of capital outlay dollars. Those funds are raised locally.

MERROW: What happens in a case like that? I mean, that sounds like one of those genuine dilemmas: rock...between the rock and hard place.

WARNER: That is a genuine dilemma. That is a scheduling problem for administrations. In some cases it's a busing problem:move them to a facility that presently exists that does not receive full utilization. It also means some voluntary activities after school, rather than being extra-curricular, it's part of the school program -- extending the day. In some cases it means schedule modifications throughout the whole athletic program and/or sports program, in order to have the facility available for that equal opportunity for the women.

MERROW: Well, Superintendent Warner, you could...here's a solution. How about cutting back on the number of hours that varsity basketball team practices?

WARNER: Unfortunately, my friend, that is happening in some cases, we believe, or at least it's under consideration.

MERROW: Why do you say unfortunately?

WARNER: Because I happen to believe that if a youngster is going into a sport or an activity of any sort, whatever encouragement we can give that youngster to perfect, to practice their skill, or their talent, we must. That's one of our responsibilities. That then, in a way, begins to abridge the right that that youngster has to perfect their skill or their proficiency.

MERROW: It seems to me the Title IX person would hear your complaint in a genuine dilemma and say, "Well, that's tough. For years...what you're really saying, Superintendent Warner, is that for years those school districts have gotten away with murder. They haven't been providing equal opportunity for their students. They've been systematically discriminating against young women and girls who want to play sports, and that's tough, so come up with the money."

WARNER: Well, unfortunately, that's easily said, but coming up with the money in some of our school districts is an impossibility.

BLAIR: Carolyn Warner, the Chief State School Officer in Arizona. Next, Verne Duncan of Oregon.

DUNCAN: We do find one, one interesting major problem right now with the emphasis on athletics: that almost all of your new positions, you know,

as a teaching position comes open, you need to hire someone who can also coach a girls' activity, or a boys' activity. And I was talking to some teachers the other day who were quite concerned that almost everyone in their school now is involved in coaching to some extent. They say...their concern is that our schools are going to be filled with, with coaches.

BLAIR: Verne Duncan, Chief State School Officer in Oregon. Next, Fred Burke of New Jersey.

BURKE: Oddly enough, one of the bigger difficulties I've had is with cheerleaders. We've had a number of cases which involve the selection of cheerleaders.

MERROW: Explain what you mean.

BURKE: Well, the sex discrimination on cheerleaders is usually the reverse situation, where cheerleaders are usually girls. And we've had some situations where there's been an attempt to balance off the cheerleaders as part of a sport and athletic, athletic related activity.

MERROW: Do you have problems with phys ed teachers and coaches getting into line, and this kind of new day of equal emphasis on women in sports?

BURKE: There's been some of that, I think, but by and large the relative associations, inner scholastic associations have met with this thing and done a pretty good job, I think, of accommodating themselves to it. There are some problems in equal salary, and these have been brought to attention, but I don't think we're having as much difficulty implementing this as people thought we would.

BLAIR: Fred Burke, Chief State School Officer in New Jersey. And finally, John Porter of Michigan.

PORTER: Title IX has been very effective in bringing about more equal treatment of females in Michigan, and we have been moving that way prior to Title IX, but now it has been accelerated. However, we had a soccer game in one of our high schools recently, which was integrated, and the boys playing the girls, and a nine-year-old girl had her knee wrenched and had to have it operated on, and now, the whole state is kind of up in arms because really, in some instances, the girls may not be prepared to participate in sports such as soccer with the boys who've been trained to kind of jump around and bump into one another. We need to look at this very seriously, but we're making great progress and I'm pleased.

MERROW: Soccer is one of the sports that's in the gray area, they haven't really decided whether it's a contact sport, or a non-contact sport.

PORTER: Well, it's a contact sport, as far as I'm concerned, and I think this episode which just happened last week, that it does raise some serious questions. And I'm suggesting to local boards of education that they have to look carefully at what is a contact sport, and that in my opinion, soccer needs to be clearly designated a contact sport.

MERROW: It seems to me that every Chief State School Officer I've talked to has said, "Oh, Title IX is fine. In fact, we were doing it already." I have to be a little bit skeptical.

PORTER: Well, no, I didn't say that. We weren't doing it already. We were moving toward providing opportunities to, to females more and more. We had a lot of girls' basketball, going on a lot of things, but it certainly

wasn't equal. And I think Title IX has really spurred Chief State School Officers and local boards of education to do something that they probably wouldn't have done as readily. I don't think anyone should try to play this down, and say that, "Oh well, we were going to do it anyway," because that's just not true.

BLAIR: John Porter of Michigan. John Merrow talked with those top state education officials at their annual meeting in Chicago recently.

MERROW: So it appears that whether Title IX is being complied with, depends on whom you ask.

A TEACHER'S VIEWPOINT

JONES: My name is Pat Jones, and I'm a physical education instructor here. This is my third year.

BLAIR: Now, here at Falls Church, I've been looking most of the morning at quite integrated volleyball and weight rooms, but I'd like to get a sense from you about how Title IX is really working and shaping out.

JONES: As far as it's working, I think the fact that we do now have integrated classes, and that the boys are interacting with the girls and vice versa is great because now, I think in some situations it's making the girls much more aggressive, and they're more willing to go out and compete. I think it's increased their level of competitiveness.

BLAIR: And they're not afraid to win?

JONES: Not at all! Not at all! They go out there with the idea not only are they going to win, but if they have to kill him, they'll kill him. I just, I just finished a speedball class in which there was an altercation between a boy and a girl, and the girl was willing to take him on, one on one. And they...I've noticed...now, true, it depends on the girl. Some of them will still hang back and will not want to compete.

BLAIR: Do you find that you need to stress this at all verbally in teaching? Do you give any support to, sort of learning how to win, keeping... being competitive, or, is it happening all quite naturally?

JONES: With the girls it's happening quite naturally.

BLAIR: By infection from the boys.

JONES: Right, right. Yeah, and they love it. And I do to. I much prefer a class that's integrated to one that's all girls, or all boys.

BLAIR: Another reporter, Rachel Kranz, discovered that for one Minnesota family at least, legal action -- going to court -- had a lot to do with bringing about better school sports programs for girls.

LEGAL ACTION MAY BE REQUIRED FOR INTEGRATING SPORTS

KRANZ: This is Rachel Kranz in St. Paul. Behind me, the girls are taking on the boys in volleyball. St. Paul is the only school district in the state where girls and boys have an equal number of sports, and there's a number of co-ed sports as well. The St. Paul sports program is due, in some part at least, to the efforts of Charlotte Streibel, who several years ago brought a suit against the St. Paul school system.

STREIBEL: I think athletics is very important. My son was in athletics,

all the way through school, he had a marvelous experience in it, and I wanted the same thing for my daughter.

KRANZ: Several years ago, Streibel brought suit against the St. Paul school system when her daughter couldn't find a girls' swim team to practice on, and wasn't allowed on the boys' team. Streibel's first suit got her daughter on the boys' team. Her next suit resulted in the establishment of equal numbers of girls' and boys' teams in St. Paul this year. Streibel says that attitudes towards girls' sports have changed considerably in St. Paul since she brought her first suit.

STREIBEL: At first, what I heard about mostly was how damaging it would be to boys' egos if they got beaten by a girl. And then, I heard things about how it would damage the development of girls' programs if they let girls be on boys' teams. Now that, I always thought, was a little phony, because it's very hard to damage a program that doesn't exist at all, and that's what it was at that time. At that time, there were no sports at all for girls in the St. Paul schools.

KRANZ: The St. Paul Supervisor of Physical Education, Marge Holderness, says that mandating equal numbers of girls'and boys'sports hasn't solved all the problems raised by women sports advocates. Financial cutbacks are severe in St. Paul, as in every other school system. This year, the school board equalized girls and boys by increasing the sports budget for girls. Next year, they may decide to cut the budget for everybody. In addition, several factors combine to make a man far more likely than a woman to get the job of coaching girls' teams.

HOLDERNESS: There have been some hiring patterns, and this is not just in St. Paul, it's all over the country, you know, of hiring the non-aggressive female, the one who doesn't question, the woman who, obviously, because of the system throughout the United States has not had the opportunity to be a part of an inter-scholastic athletic program. And so we find ourselves with more men than women at the secondary level, men who have had that kind of inter-scholastic athletic background. Then, obviously, when you equalize salaries for coaches of girls' sports with that of coaches of boys' sports, those jobs become very attractive.

KRANZ: St. Paul Supervisor of Physical Education, Marge Holderness. Bringing girls into a sports program where they've never been before creates pressures on facilities as well. High school gyms and locker rooms that were constructed with only one team -- the boys' team -- in mind. With declining enrollment and budget cuts, it's not likely that new gyms are going to be built, so St. Paul schools are now scheduled from early in the morning till late at night with two sets of teams. You might think that the new girls competing for budgets and crowding the gyms would breed resentment in the school coaches. After all, many of the coaches opposed girls' sports programs in the first place. But St. Paul Athletic Supervisor, Lefty Gelleland says that far from resentment coaches are actually eager to work with girls.

GELLELAND: The prime thing I hear from the coaches is they'd rather coach girls than boys because right now the girls are very coachable.

GIRL: Well, I think a man coach could teach us, you know, more.

GIRL: The boys, or the men, have probably been playing basketball,or whatever sport, a little longer, and they know just a couple, few, finer points that might help us a little more.

KRANZ: It's clear that the mere fact of deciding that girls and boys

will have equal numbers of teams has not completed the process of granting women equality in sports, but the process is continuing, elsewhere in Minnesota as well as in St. Paul.

In 1975, for example, the state legislature passed a law requiring equal opportunity for girls in athletics, a law which supporters say is even stronger than the federal Title IX. True, many school systems do not yet provide comparable opportunities for girls, but girls' sports advocates are optimistic. It remains to be seen what effect financial cutbacks, declining enrollment, and teacher layoffs will have on girls' sports in Minnesota.

MERROW: That report for OPTIONS IN EDUCATION from Rachel Kranz, KUOM, Minneapolis, Minnesota.

BLAIR: Minnesota has a state law calling for equal opportunity in athletics. Several other states have similar laws, including Massachusetts which passed a law called Section 622, in 1971. Tom Looker has a report on sports for boys and girls in that state.

SPORTS FOR BOYS AND GIRLS IN MASSACHUSETTS

LOOKER: This afternoon, the Amherst freshman football team is playing Long Meadow, and one of the most vocal supporters here along the sidelines is Amherst's defensive tackle; her name is Tammy Mercer.

Here in the gym, the varsity girls' volleyball team is practicing for a tournament. The coach is warming up one of her players at the moment. His name is Michael Szee.

BLAIR: To find out how co-educational sports are working out, Tom Looker visited the Amherst schools and talked first with phys ed teachers about those co-ed classes.

TEACHER: There's been a big change, and I can see it in ninth grade classes this year, just after one year: that boys are giving girls positive comments, you know, "That was a good play; that's the way to do it," you know, and it's a big change. They're getting used to accepting the other fellow.

LOOKER: What kinds of things did they say last year.

TEACHER: Oh, things I wouldn't repeat! (Laughter)

LOOKER: Really.

TEACHER: Yeah, yeah, really super athlete-type, locker room language. Not nice.

LOOKER: Putting down the girls?

TEACHER: Generally, or putting down, in a lot of cases putting down the weaker boys, which, you know, was hard because I didn't know whether this was... is this all part of the development of the male ego, or what?

TEACHER: For a long time I wondered if it wasn't harder for the men teachers than the women teachers. And I think maybe it was at the beginning; now, I'd say it's probably harder for the women teachers to control some of the male students. We can't, we can't be physical with them the way they could. But I think they were totally lost at the beginning handling some of these girls and their very strange little problems that we put up with all, you know, ever since we've been in teaching, but they never even heard of.

LOOKER: Teachers and students I talked with at Amherst seemed pleased with the results of co-educational phys ed classes. But opinions are more divided when it comes to integrating sports teams. Massachusetts Law 622 says that if a school does not offer separate teams for boys and girls in which the caliber of coaching and competition are comparable, then girls cannot be barred from boys' teams, and boys cannot be barred from girls' teams on the basis of their sex. This year, Tammy Mercer tried out for the freshman football team and made it. Tammy's coach is Allen Jacques.

JACQUES: Ready, 71, 71! That's the way Tammy, use your legs! Hike! Hike!

I think in the junior high level, the girls mature quickly, more quickly than the boys, and there's a...they're physically bigger and stronger. She's a 150-155 pounds, somewhere in there, and she's very strong and she's quick, and she listens better than the boys. The guys are forking around, they get pretty cocky by the time they're freshman in the high school, and that's when they need to get set on their butt once in a while. I know of Tammy, the girl on the team, she has set a few back on their butt, and that's how she earned her position on the team. I think it's helped that team. She's getting a little incentive...she can do it, so can they. Of course, they try harder because she is a girl.

MERCER: I don't know. About as normal as anybody else.

LOOKER: You're just playing football cause you like football?

MERCER: Yeah. Well, even though...I didn't know of...I pitched hay, and I'll be in this magazine, that magazine, that paper and this paper. I just, I like the sport. I would like...I want to get...I really want to get a girls' football team, you know (and be in it.) That'd be neat.

LOOKER: At the high school, Michael Szee and another boy tried out for the girls' volleyball team, and they made it. Their coach is Loraine Giard.

GIARD: The only positive thing I've gotten out of it so far is I've, that I still feel the way I did before. I do not like having boys on girls teams. I've had two boys that tried out for the team, and if I had six or seven more boys, I would not have any girls on the team because they just... they're stronger, they're quicker, they can cover a bigger area, they can jump a lot higher. It's just a biological difference that, that makes a lot of difference in sports. And the two boys that I have on my varsity volleyball team they do have a playing attitude that boys are better than girls, and they don't feel they have to work as hard. They haven't so much said it as the way they perform out here in practices and...not so much in games because they're competitive. They want to win, and they do their best in the games.

SZEE: I really like to play volleyball, and some girl is best giving me a hard time, but I don't care, you know. Some girls, they always claimed they could play better than me and my friend Cestabo because we're boys. I think they should have two teams -- girls and boys. It would be much better.

LOOKER: But at least one administrator at Amherst is less concerned than some sports people about the outcome of equal opportunity laws applied to athletics. Jack Heffley, Director of Secondary Education at Amherst believes that if schools make a real commitment to supplying sports opportunities to anyone -- male or female -- who wants to compete, then the makeup of teams can be decided on the basis of ability alone, with one level of teams having mostly boys, and another level of teams having mostly girls. Heffley says that it's just a question of getting through a period of readjustment.

HEFFLEY: Because it's new, I think that there is probably much more furor and much more to do about it than there needs to be. I guess the important thing is that public schools have no authority, I think, to exclude youngsters from opportunities, be they male or female.

LOOKER: For OPTIONS IN EDUCATION, I'm Tom Looker in Amherst, Massachusetts.

BLAIR: So, what we find is a mixed bag: Yes, Title IX is working, or starting to work.

MERROW: Sometimes with a little help from lawsuits, or similar state laws.

BLAIR: Yes, Title IX causes problems, mainly money and attitude problems, but in many places these are being overcome.

MERROW: In general, Title IX sounds like a fait accompli: it's here, and it's here to stay.

BLAIR: But maybe not, John. Remember that lawsuit we mentioned earlier brought by the NCAA -- the National Collegiate Athletic Association. It's worried about revenue-producing sports like football. The NCAA, and apparently a lot of other representatives of higher education would like to see Title IX weakened, either legislatively by the Congress, or administratively by HEW.

MERROW: Karen Sughrue of station WAMU in Washington, D.C. has a report on the lobbying efforts of the NCAA and on counter-efforts by women's groups.

OPPOSITION TO TITLE IX

SUGHRUE: The bill that was to become Title IX almost got through Congress in 1972 without anyone realizing its effect on sports. During the debate on the education bill, there was talk of how prohibiting sex discrimination would affect hiring and admissions, but not much talk of sports. Between the time the bill passed -- June of 72 -- and the proposed regulations were promulgated -- June '74 -- the implication for sports became clear. The Department of Health, Education and Welfare received 10,000 letters about the regs, and it was obvious the new law was unpopular. Among those comments were 31 pages of objections from the National Collegiate Athletics Association, the NCAA. Even before the regulations were finalized, revisions were made, taking into account the NCAA's objections and those of other athletic organizations. Women's groups say this marked the beginning of the official HEW retreat from Title IX. It took the White House another year to approve and publish the regulations, and Title IX went into effect July 21st, 1975.

Meanwhile, on Capitol Hill, opponents of Title IX sports regulations took the legislative route. In the Senate on July 15th, 1975, Republican John Tower of Texas introduced an amendment, and later a bill, to exempt college sports such as football, that pay for themselves and don't use federal funds: they're so-called revenue-producing sports. That bill died in committee. But Tower's efforts had the backing of the NCAA. Its president at the time, Dr. John Fusack, testified in favor of Tower's bill; and according to figures compiled by womenSports Magazine, the NCAA has spent $300,000 lobbying against Title IX.

The NCAA is currently fighting Title IX in the courts, a lawsuit filed in February of 1976, saying that HEW regulations expanded the scope of Title IX beyond what Congress intended. The suit is on hold in U.S.

District Court in Kansas.

Margot Polivy is counsel for the Association of Intercollegiate Athletics for Women. Polivy says the NCAA and the athletics coaches it represents have political influence, and not just because sports programs at many colleges and universities represent big money and happy alumni.

POLIVY: Elected officials are most responsive to the most visible aspects of society. Football has been a very visible aspect of American society, and has been a very vital one in terms of the schools, not simply because of the visibility that it provides schools, but if you look at the secondary school system in this country, you will see a very high correlation between people who've had experience in coaching -- men primarily because women were not included in that group -- who go on to administrative positions and executive positions in the entire school system. And you have a very high degree of influence.

SUGHRUE: And Holly Knox of the Project for Equal Education Rights, part of the National Organization for Women, says the effect of the NCAA's lobby can be seen in the regulations themselves.

KNOX: There's no question but that pressure from the colleges, particularly football coaches, has slowed HEW down in acting on discrimination in athletics, especially on the college campus. Also, I think it's that HEW wrote fuzzier regulations and guidelines on what equality means in sports because of the kind of pressure that they were getting. They said that they wanted to remain flexible on exactly what you had to do to provide an equal sports program. In short, they had, they made HEW back off.

SUGHRUE: One of the NCAA's lawyers in Washington, Bill Kramer, admits the Association is not urging its members to comply with Title IX while its lawsuit is in the courts. But Kramer says the NCAA has been instrumental in boosting spending at the college level on women's sports. In addition, he says, the NCAA has offered to hold championships in women's sports, and to apply its rules to women's sports. But lawyer Margot Polivy of the Association of Intercollegiate Athletics for Women says these proposals are just efforts to defuse the women's demands.

POLIVY: I think probably it comes under the theory "if you can't beat 'em, join 'em." This is a slight variation, "if you can't beat 'em, absorb 'em." I don't think that any of the proposals that the NCAA has been quoted as making indicate any real commitment to provide either equality of opportunity for female students, or equality of governance voice for women's athletics. And I think that this...these are the two crucial issues. It isn't really a crucial issue how athletics are administered on an intercollegiate basis. The crucial question is once you decide how they should be administered, are you truly going to implement an equal opportunity concept.

SUGHRUE: Women's groups are looking to the Carter Administration for a fresh approach to enforcement of Title IX in the area of sports. In a speech to the American Council on Education, HEW Secretary, Joseph Califano, said in October, "...that I am committed and this administration is committed to the principles of equal opportunity that are enshrined in Title IX." But women's groups now say it's time to back up those words with action.

For National Public Radio, this is Karen Sughrue in Washington.

HERROW: We've heard about the lobbying, the organized political efforts, and the lawsuits, but there's a personal side as well: the girls and women who've been excluded, left behind.

BLAIR: Reporter Lani Silver talked with Dr. Bobbi Bennet who teaches a course called "Phys Ed for the Fearful" at San Francisco State University. Dr. Bennet says that girls don't approach sports with the same ease as boys.

GIRLS NEED THE VALUE OF A SPORTS EDUCATION

BENNET: The point has been made time after time that the activities of children are part of their socialization process. The point has been made time after time that boys play with football and girls play with tea kettles. I think that the point that has not been made is how critical those early movement activities are in the development of one's own self concept, one's own self image, one's own sense of the world around you. For the little girl who is spending all of her time playing with the tea set, she's having a certain kind of an interaction with her world. It's very different from the interaction of the boy climbing the tree, throwing the ball, hanging upside down by his knees. His sense of himself becomes a sense of "can do." Our early sense of accomplishments don't come from the creation of great ideas, they come from a very direct interaction with the world around us: our control over our bodies, and our sense of interaction with the world. Little girls don't have that kind of an interaction. The little boy begins to learn of his own ability, he begins to know that he is strong, that he can run, that he is powerful, that he "can do." One of the critical things that happens around that is that that little girl becomes an adult woman with those same kinds of "I cannot do" feelings.

MERROW: Reporter Silver also talked to two students, Marsha Bowman and Janet Anderson about their early experiences in athletics.

TWO WOMEN TALK ABOUT THEIR EARLY ATHLETIC EXPERIENCES

BOWMAN: I remember in elementary school, in the fourth grade, suddenly feeling as if I wasn't supposed to be good at sports that....This one specific day we were playing kickball, and my legs just wouldn't do it, there was something wrong, I couldn't run as fast as I used to, and, and, it just sort of carried on that way for years. I can remember feeling very awkward. And then getting even older, you know, around 13 or 14, really not being able to play stickball in the streets anymore. It was way past my time, there was something wrong about it, and I was ashamed to do it because it would mean that I wasn't being as graceful, the way we were supposed to be graceful -- women, young girls. You know, it was sort of trading that in for bras and rollers in your hair, and perfume, and I knew what I was doing, I knew that it was real awkward, and it was going against everything I felt, but it was sort of in those days easier to just put that away for a while and follow the rules.

ANDERSON: I'm 30 now, and for probably 20 of those years I was mostly a "sitter" as opposed to a "runner" or a "mover." A lot of my not taking risks in movement and not, and not being active had to do with being real overweight, and I was really afraid of looking ridiculous, as well as that -- being overweight -- interfering with my ability to move fast, you know. I didn't want to sweat, and I didn't want to do all those things that society told me were unladylike, or unwomanly. And it...emotionally I just felt real weird putting myself in a situation where I was going to look ridiculous, and I wanted to protect myself, and the best way to do that for me was to excell academically instead of trying to move.

MERROW: Two students in a "Phys Ed for the Fearful" class at San Francisco State. Dr. Bennet who teaches the class says the atmosphere is crucial to overcoming bad habits and bad training of the past.

BENNET: Of critical importance is the kind of atmosphere that is set in the class. The atmosphere has got to be a supportive one where not only the person who is teaching the class, but the other students, learn to respect one another's movement abilities, and their own. And that entails being aware of very small improvements that can occur in movement activities, not just the grand things that turn people on in an Olympic event, but the small improvements that take place. It takes a lot of patience, not only on the part of the person who is teaching the class, but on the part of the learner herself. And we don't have that kind of patience with ourselves as a rule because we're taught that if you can't get it done right quickly, it's not worth doing, or you'll never get it done.

MERROW: Dr. Bobbi Bennet, who teaches "Phys Ed for the Fearful" at San Francisco State University. She talked with reporter Lani Silver.

BLAIR: And if you're a woman who's conquered fears of physical activity and competition, where do you go -- Ohio State? Well, maybe you don't want the "Big Ten" and high-powered competition.

MERROW: Maybe the University of California in San Diego is the place for you. There, the Director of Intercollegiate Athletics is a woman. She's a rarity because usually the top job is held by a man whenever two athletic departments -- men's and women's -- are merged. Her name is Judy Sweet, and reporter Peter Hamlin of KPBS in San Diego talked to her about sports at UCSD, about how men and women fit into the program she directs.

SPORTS AT THE UNIVERSITY OF CALIFORNIA IN SAN DIEGO

SWEET: Our program is set up as a joint men's and women's program under one athletic director, which makes things a lot easier. My concern is for all athletes at UCSD, and consequently I will make sure that all athletes have an equal share of everything that we have to offer.

HAMLIN: Almost all sports are either co-ed, or have male and female teams, even those thought of as primarily male sports. As an example, there's both a men's and women's rugby team. Judy Sweet says that from the beginning, the program was designed around the ideas of maximum participation for the most people, and full equality for men and women. Since the budget is spread among more than 30 teams on an equal basis rather than concentrated on a few spectator attractions, the teams very often are outmatched by their opponents at other schools who may not operate under this philosophy.

SWEET: Most of the students at UCSD are aware of what the program is like before they come here. I'm talking specifically now about the athletes, and they realize they're not going to have the same amenities that they might have if they were at a big time competitive scholarship university. There are some, however, who--particularly in spectator sports such as basketball, or possibly baseball, or sports where in high school they were given a little bit more priority over some of the other activities--feel that they should still be given more privileges than some of the other athletes, and it's just a matter of educating them. And if they can't accept the situation as it is, then they may transfer institutions.

HAMLIN: It seems that in the past, and today to a large degree, athletic programs have been geared toward what one might have called "male sports." Judy Sweet sees a change in this emphasis along with other new developments in physical education.

SWEET: I think it may be more appropriate to say that they were geared toward team sports. And for some reason, it seems that males have been involved

in team sports, or it's been more acceptable for men to be involved in team sports than it had been for women. That's changing, fortunately. Now, women are becoming involved in team sports. In addition to that, I see that physical education programs now are gearing themselves toward lifetime sports, which are more in line with individual type sports -- tennis, badminton, golf, bowling, jogging, swimming -- the type of thing that you don't need nine other players to do. If you want to participate, maybe you need one other person, or you can do it all by yourself. So I think that's a real positive change.

HAMLIN: A question that I think could apply to other areas as well as athletics, but which I'll ask you in terms of athletics is, is there a possibility of women rising to or falling to -- however you look at it -- the standards of competitiveness that are found in men's athletics which are praised by some and criticized by others?

SWEET: Unfortunately, I see that happening right now. For many years prior to about 1972 or '73, women were very vociferous on not falling into the pitfalls of men's athletics, which in fact, in many instances, turns into the entertainment business. It is not necessarily a component of the total educational picture, but an entity by itself. With Title IX in an opportunity to share in the privileges and financial benefits of athletics, the women in many instances have followed exactly the same course that they had bemoaned for so many years. Right now, the national organizations for men's and women's athletics are looking very closely at the future for the total athletic programs: what would be best, who should be administering men's athletics, who should be administering women's athletics. The philosophical question of providing programs for students at various skill levels on different college campuses throughout the country is something that needs to be addressed a little bit more closely.

MERROW: That report was prepared for OPTIONS IN EDUCATION by Peter Hamlin of member station KPBS, San Diego, California. Judy Sweet talked about lifetime sports, which she says, is a new emphasis in physical education classes classes. That's our subject for next week: "The New Phys Ed -- Mostly Talk or Real Change?"

BLAIR: But for girls and women, there seems to be an irreversible pattern of change. Title IX has had and will continue to have a profound impact on sports for young girls and women. Title IX has wrought changes in the way money is distributed, in the practice hours for the varsity teams, in the number of sports available, in the makeup of the teams themselves, and in the attitudes of coaches, of boys towards girls, and of girls towards themselves.

MERROW: Not all the changes are as profound, or as easy to make, as Wendy found out in one school in Virginia.

THE PROBLEM OF LOCKER ROOM FACILITIES

MAN: The situation in there as far as bathroom facilities, of course, with the change over from the, you know, the boys' locker room to the girls' locker room, they had the county officials come over and take a look at it, and as far as I know, they're working out something where they can provide more facilities for the girls; and come down here to the girls' locker room and provide, you know, more urinals for the boys. Now whether that means they're going to switch some of the urinals from the girls'...I mean from the original boys' locker room down here, and vice versa, I don't know, but they're working on that.

BLAIR: And it's November now.

MAN: Right. Well, it's like always. When we started school in the

fall, we thought perhaps it would be an easy conversion, just switching them down. But evidently, the plumbing and so on is a little more complicated than what we anticipated, where they can't really do that, just make this change. They've got to add more plumbing and this and that, and so on. So....

BLAIR: So it's not only red tape?

MAN: No, no. It's, it's a matter of location, plumbing location, and this sort of thing, and it might boil down to the fact where we might not get adequate facilities in there for both parties.

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MERROW: Material for this program came in part from Karen Sughrue, WAMU, Washington, D.C; Rachel Kranz, KUOM, Minneapolis, Minnesota; Peter Hamlin, KPBS, San Diego, California; Lani Silver in San Francisco; and Tom Looker in Amherst, Massachusetts.

BLAIR: A transcript of this special two-part series on phys ed costs $1.00. The two cassettes cost $10.00. Here's our address: National Public Radio -- Education, Washington, D.C., 20036.

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BLAIR: OPTIONS IN EDUCATION is written and produced by John Merrow. The Assistant Producer is Katharine Ferguson. David Selvin is the Acting Assistant Producer. Technical assistance for this program is provided by Al Freedman, and Andy Rosenberg. I'm Wendy Blair.

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MERROW: I'm John Merrow, and this is NPR -- National Public Radio.